

## 7. CAPITAL FACILITIES AND UTILITIES

### INTRODUCTION

The Capital Facilities & Utilities Element is intended to guide Lewis County in assuring that the public facilities and services county residents rely on will continue to fulfill their needs both now and in the future. This Element focuses on both those facilities that the County is responsible for owning, operating, and funding and for facilities operated by private utilities and special districts.

~~The Capital Facilities & Utilities Element contains a~~ A six-year Capital Facilities Plan (CFP) that supports Lewis County's current needs and near term growth and identifies necessary funding sources for those facilities is developed annually by the County. Each annual update is adopted by reference in the Capital Facilities and Utilities Element of the county Comprehensive Plan and is available through the Budget/Fiscal Services Department. Longer term facility needs for the 20-year life of the Comprehensive Plan are ~~also-identified~~ in this element to the extent they are known.

Lewis County annually develops a Transportation Improvement Program (TIP) to address roadway deficiencies. The deficiencies can be capacity- or safety related. Most of the improvements included in the Six-year TIP are intended to address safety related deficiencies or pavement restoration. The projects listed for implementation in the first of the six years comprise the annual transportation program. The remaining five years serve as the guide to the remaining short term projects. The County's anticipated long term (20 years) projects are listed in the Transportation Element. Each annual update is hereby adopted by reference in the Capital Facilities and Utilities Element of the county Comprehensive Plan and is available through the Public Works Department.

Water supply and sewage waste disposal, schools, fire protection and the delivery of natural gas, electricity, and telecommunication services are provided by special districts and private utilities. Without coordination and conscientious planning for future growth, service may be interrupted, inadequate or prohibitively expensive. ~~This Capital Facilities and Utilities Element is also linked with the Transportation Element.~~

Finally, this element contains goals and policies that guide and implement the provision of adequate public facilities and utilities. The GMA requires the utility element to describe locations, capacities, and need for utilities. The policies in this element cover private natural gas, telecommunications, electric utilities; and public solid waste, sewer, water, and surface water utilities. The information relating to utility service providers contained in this Plan is a summary only.

More detailed discussions of the topics covered in this chapter are found under separate cover in utility service provider capital functional plans.

## **PURPOSE**

Planning for capital facilities and utilities enables Lewis County to:

- Provide for and accommodate growth and development envisioned in the Land Use Element (Chapter 4);
- Identify facility needs through adopted level of service standards;
- Coordinate and provide consistency among the many plans for capital improvements including capital facility plans of local, state and federal government, and special districts;
- Ensure the timely provision of adequate facilities as required in the GMA;
- Demonstrate the need for facilities and the associated revenues to pay for them;
- Qualify for revenue sources such as federal and state grants and loans, and local real estate excise taxes and impact fees. This level of planning also enables the County to receive a better rating on bond issues: and
- Estimate the future operation/maintenance costs of new facilities that will impact the annual budget.

## **GROWTH MANAGEMENT ACT MANDATE**

The GMA goal for capital facilities states:

*Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.*

The GMA goal for utilities states:

*Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.*

Based on those goals, the county and the cities and towns have adopted the following Countywide Planning Policies (CPPs):

- *The County and Cities shall collaborate to provide a mechanism for siting and maintaining both existing and new essential public facilities using a 50-year planning horizon for essential public facilities, including*
  - (a) Sewage treatment and municipal water facilities*
  - (b) Solid Waste Facilities*
  - (c) Port District/PDA industrial facilities*
  - (d) Airport locations*
  - (e) Other essential public facilities as identified under GMA (CPP 1.10)*
- *Large-scale commercial and industrial development shall be located in designated UGAs, or areas authorized by state law, where adequate utility services and transportation networks are available or planned. (CPP 2.2)*
- *Water and sewer infrastructure expansion should not occur in areas outside the UGAs and adopted water and sewer district boundaries at urban levels except to address specific health and safety problems. (CPP 2.3)*
- *Lewis County recognizes that sewer is an urban service. Public sewer extension outside Urban Growth Areas shall be provided at a Level of Service (LOS) consistent with state law, and the County's development standards and comprehensive plan for densities and uses associated with size, scale, and intensity for growth in rural parts of the county. Public sewer connections may be permitted only if hookup sites comply with one of the following situations:*
  - A. The Lewis County Health Officer has determined that extension of sewer service is necessary to protect public health and safety.*
  - B. The public sewer provides service to existing local and major essential public facilities.*
  - C. The public sewer provides levels of sewage collection and treatment necessary to facilitate and support infill development or redevelopment of limited areas of more intensive rural development (LAMIRDs). (CPP 2.4)*
- *Lewis County recognizes that water is an urban and rural service. Extension of water service beyond UGAs may be permitted within state adopted Water Service Areas and where required, by the Lewis County Board of Commissioners as described by the following conditions:*
  - A. The Lewis County Health Officer has determined that extension of domestic water is necessary to protect public health and safety, or*

*B. Public water service connections and water service lines may be extended outside UGAs where the following conditions are met:*

*I. Connections and extensions shall be within current State approved water system plans and,*

*II. Connections and extensions shall demonstrate adequate capacity exists and minimum flow requirements are met and,*

*III. Connections and extensions shall be at a Rural Level of Service, which is defined as providing only the number of connections consistent with current County zoning and development regulations in effect on the subject property or,*

*IV. The number of connections may exceed the maximum zoning density if a higher intensity existed on or prior to July 1, 1993, or*

*V. A use now considered to be non-conforming existed on or prior to July 1, 1993.*

*C. State approved Water Service Areas may be expanded inside limited areas of more intensive rural development (LAMIRDs) if they are consistent with the County Comprehensive Plan and development regulations. (CPP 2.5)*

- Developments authorized under RCW 36.70A.350, .360, .362, .365, .367 and .368 may be served by urban sewer and water systems consistent with state law. However, no additional connections may be allowed at urban levels of service in the land between adopted UGAs. (CPP 2.6)*
- Septic systems, disposal of dredge spoils, and land excavation, filling and clearing activities shall conform with critical area development regulations and not have a significant adverse affect on Lewis County water bodies with respect to public health, fisheries, aquifers, water quality, wetlands, and fish and wildlife habitat. (CPP 10.3)*
- Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations. (CPP 12.0)*
- If communities within a defined region are required to accept regional public facilities, then the federal, state and county and other regional public facilities located within the corporate boundaries of cities shall be required to provide fees related to the impacts of the public facilities. All jurisdictions shall provide a process for siting essential public facilities and a local comprehensive plan may not preclude the siting of essential public facilities. (CPP 12.1)*

- *Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfills, sewage treatment facilities, recreation, schools and other public uses. All jurisdictions shall work together to identify areas of shared need for public facilities. (CPP 12.2)*
- *The financing for system improvements to public facilities to serve new development may provide for a balance between impacts fees and other sources of public funds. (CPP 12.3)*
- *New development shall pay for or provide for its share of new infrastructure through fees or as mitigation measures. (CPP 12.4)*
- *Citizens shall have the opportunity to participate in and comment on proposed capital facilities financing. (CPP 12.5)*
- *Special district comprehensive plans shall be consistent with the comprehensive plans and development regulations of the general-purpose local governments. (CPP 12.6)*
- *The County and cities (in cooperation with local service providers) through their land use planning and development codes, should encourage the development and siting of alternative energy generation facilities. (CPP 12.7)*

## **CAPITAL FACILITIES GOALS AND POLICIES**

### **CF GOAL 1**

*Identify and define types of public facilities, establish standards for levels of service for each public facility, and determine what additional public facilities are needed in order to achieve and maintain the desired quality of life and vision for the county.*

#### **POLICY CF 1.1**

The County will maintain an inventory of existing public facilities owned or operated by the County and owned or operated by other public entities including the locations and capacities of such facilities and systems.

#### **POLICY CF 1.2**

Public facilities will be compatible with the surrounding areas and comply with adopted design standards.

POLICY CF 1.3

The County will encourage public amenities and facilities to serve as catalysts for beneficial economic development.

POLICY CF 1.4

The County will promote conservation of energy, water and other natural resources in the location and design of public facilities.

POLICY CF 1.5

The County will maintain and operate public facilities efficiently and responsibly.

POLICY CF 1.6

The County will adopt standards for the location of parks and recreation facilities that are accessible and convenient for users and, where possible, adjacent to or in conjunction with schools.

POLICY CF 1.7

The County will pursue expansion or location of colleges, universities, and vocational schools in Lewis County.

POLICY CF 1.8

The County will reassess the Capital Facilities Element annually to ensure that public facilities needs and financing are consistent with the land use plan. The annual update will be coordinated with the annual budget process, and the annual amendment of the Comprehensive Plan.

**CF GOAL 2**

*Coordinate land use planning and public facilities planning and management in order to plan for growth and the availability of public facilities.*

POLICY CF 2.1

The County will incorporate consideration for optimizing capital facilities and services when changes to land use designations are under consideration.

POLICY CF 2.2

The County will use conservation and demand management principles to define concurrency measures that reduce demands on public facilities.

POLICY CF 2.3

The County will approve development where adequate public facilities and services exist or can be provided concurrently.

POLICY CF 2.4

The County will cooperate with cities and other services providers within a designated subarea to plan, construct, finance, and operate regional public facilities and services where feasible.

**CF GOAL 3**

*Provide needed public facilities that are within the ability of the County to fund or within the County's authority to require others to provide.*

POLICY 3.1

The County will ensure that the required public facilities are financially feasible.

POLICY CF 3.2

The County will match funding sources to capital improvements as initial capital investments and in mortgage life cycle terms.

POLICY CF 3.3

The County will determine that the means of financing ongoing operating and maintenance costs of a public facility are determined as part of the decision to build.

**CF GOAL 4**

*Ensure that the Capital Facilities Element is consistent with other county, local, regional and state adopted plans.*

POLICY CF 4.1

The County will coordinate its land use plans and implementation decisions with plans for public facility capital improvements of the cities, special districts, and state and federal agencies.

**POLICY CF 4.2**

The County will coordinate capital project plans and designs with other providers to leverage funding opportunities and construction of capital improvements that have mutual benefits.

**POLICY CF 4.3**

- *The County will work with the cities to coordinate land use and public facilities planning, funding, and construction in the urban growth area.*

**ESSENTIAL PUBLIC FACILITIES****INTRODUCTION**

Essential public facilities are capital facilities "typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes" (RCW 36.70A.200). The county and the cities may also identify additional public facilities that are essential to providing services without which development cannot occur.

These policies guide the process of identifying and siting of essential public facilities. The Comprehensive Plan may not preclude the siting of essential public facilities.

**CF GOAL 5**

*Establish siting criteria and procedures for Essential Public Facilities to ensure that they will not be excluded from Lewis County.*

**POLICY CF 5.1**

These Comprehensive Plan policies will not prohibit or exclude the siting of essential public facilities.

**POLICY CF 5.2**

The County will use regulations and procedures to identify and site essential public facilities as established by the State Office of Financial Management as follows:



- The state or local government proposing to site an essential public facility will provide a justifiable need for a public facility and for its location in Lewis County based upon forecasted needs and a logical service area;
- The state or local government proposing to site an essential public facility will establish a public process by which the residents of the county and affected communities and "host" municipalities have a reasonable opportunity to participate in the site selection process.

POLICY CF 5.3

Essential Public Facilities will be required to meet adopted federal, state, and county land use regulations and be in conformance with this Comprehensive Plan unless adequate justification for, and mitigation of, any deviation can be made.

POLICY CF 5.4

State Environmental Policy Act compliance and proof of concurrency of supporting capital facilities will be conditions of any project approval by Lewis County.

POLICY CF 5.5

The review, location, land use, and intensity of a proposed essential facility, including siting, acceptance, modification or rejection will be done with public participation.

POLICY CF 5.6

Affected jurisdictions, agencies and utilities will be consulted during project planning.

POLICY CF 5.7

The following criteria will be considered in the siting of essential public facilities:

(a) Specific facility requirements for each essential facility are to be determined and identified for the following:

- Minimum acreage;
- Accessibility;
- Transportation needs and services;
- Supporting public facility and public service needs and the availability thereof;

- Health and safety;
- Site design;
- Zoning;
- Availability of alternative sites;
- Community-wide distribution of facilities;
- Capacity and location of equivalent facilities.

(b) Impacts of the facility:

- Land use compatibility;
- Existing land use and development in adjacent and surrounding areas;
- Existing zoning of surrounding areas;
- Existing Comprehensive Plan designation for surrounding areas;
- Present and proposed population density of surrounding area;
- Environmental impacts and opportunities to mitigate environmental impacts;
- Effect on agricultural, forest, or mineral lands, critical areas, and historic, archaeological and cultural sites;
- Effect on areas outside of Lewis County;
- Effect on the likelihood of associated development;
- Effect on public costs, including operating and maintenance.

## UTILITIES GOALS AND POLICIES

### U GOAL 1

*Ensure that necessary and adequate utilities to support development in Lewis County are provided.*

#### POLICY U 1.1

The County will consult with service providers for the efficient sharing of utility corridors.

#### POLICY U 1.2

Ensure adopted County plans, regulations and standards including land use designations and population forecasts are available to utility providers.

#### POLICY U 1.3

Utility agreements between the County and utility system providers will provide for the coordination between functional plans and capital facility plans; address the joint use of corridors, installations, and rights-of-way;

ensure that development permit reviews address all affected utilities; and mitigate impacts of utility improvement projects.

**POLICY U 1.4**

The capability of the land and natural systems will be considered when providing services such as storm water drainage, water supply, and sewage disposal.

**POLICY U 1.5**

Encourage the development of alternative energy generation facilities.

**POLICY U 1.6**

Coordinate land use and facility planning to allow siting and construction of utility distribution lines within new rights-of-way or where roads which are being constructed or reconstructed in existing right-of-way.

**POLICY U 1.7**

The County will cooperate with cities and utility providers within designated subareas to form regional utility organizations appropriate to serve local needs when feasible.

**POLICY U 1.8**

The County shall plan, design, and operate public utilities in order to protect public health and safety; comply with appropriate state and federal laws; and accommodate the demands of growth consistent with adopted land use designations and zoning. The County shall cooperate in the regionalization of utility provisions, consistent with financial and resource capabilities.

**U GOAL 2**

*Ensure that future water supplies are sufficient to meet the needs of existing and future development in the county.*

**POLICY U 2.1**

Encourage new development to use water systems where available to promote the efficient use of water, the use of existing water rights, and to avoid the unnecessary creation of exempt wells.

POLICY U 2.2

Consider more precise standards for determining the adequacy of water supplies proposed to serve existing and new development.

POLICY U 2.3

New development outside of UGAs will only be approved when access to an adequate water supply is validated.

**U GOAL 3**

*Develop an efficient system of wastewater collection and treatment facilities to support urban growth within designated UGAs.*

POLICY U 3.1

The extension of sanitary sewer service to those areas where on-site sewage disposal systems have created known pollution or health hazards as determined by the appropriate regulating local, State, or Federal agency will be given priority over other extensions.

POLICY U 3.2

The County will consider alternative techniques or innovative systems for sewage and bio-solids disposal.

POLICY U 3.3

Sewer lines will not be extended into rural areas except to remedy documented groundwater contamination problems or to correct documented existing or impending health hazards.

**U GOAL 4**

*Ensure that solid waste services are efficiently and cost-effectively provided to residents of Lewis County.*

POLICY U 4.1

Establish requirements for the use of recycled and used materials in construction activities undertaken by the County or its contractors. (Energy and the GMA)

POLICY U 4.2

Encourage recipients of construction/demolition permits to use recycled and used materials and to recycle and/or reuse construction/demolition debris where practicable.

POLICY U 4.3

Implement solid waste management strategies, which include waste reduction, waste recycling and energy recovery as addressed in the Lewis County Solid and Hazardous Waste Management Plan.

**U GOAL 5**

*Encourage adequate delivery of electrical services to residents of Lewis County.*

POLICY U 5.1

Electrical utility distribution sites within residential areas will be properly fenced to prevent access to hazardous equipment and efforts will be made to minimize adverse impacts on the surrounding neighborhood.

POLICY U 5.2

Underground utility distribution lines will be encouraged where feasible.

**U GOAL 6**

*Encourage natural gas service within the Urban Growth Area.*

**U GOAL 7**

*Ensure that adequate telecommunications services are available to the residents of Lewis County.*

POLICY U 7.1

The County's development regulations will be flexible and receptive to innovations and advances in telecommunications technology. *(Cellular Industry and the GMA)*

POLICY U 7.2

Encourage telecommunications utilities to use existing structures, such as existing towers and buildings, where feasible.

**POLICY U 7.3**

Regulations for siting wireless facilities will minimize impacts, through the utilization of existing sites and structures where possible, adequate setbacks, and appropriate landscape screening.

**U GOAL 8**

*Reduce risks of stormwater impacts on public health and safety and the loss of, or damage to public and private property.*

**POLICY U 8.1**

The County will promote community awareness of the importance of water quality and flood hazard protection through education and outreach in conjunction with planning for water programs.

**POLICY U 8.2**

The County will implement a surface water management plan incorporating master drainage plans, subarea plans, and UGA plans.

**POLICY U 8.3**

Infiltration is preferred over the use of pipelines or enclosed detention systems, where possible.

**POLICY U 8.4**

Stormwater runoff from impervious surfaces will be treated by utilizing best management practices (treatment BMPs) before the stormwater is allowed to enter streams, infiltrate into the ground or enter surface water bodies.

**POLICY U 8.5**

The County will work with other jurisdictions and agencies toward standardization and monitoring of regulations that affect stormwater management.